United Nations A/69/745

General Assembly

Distr.: General
29 January 2015

Original: English

**Sixty-ninth session**
Agenda item 109
**Report of the Secretary-General on the Peacebuilding Fund**

# The Peacebuilding Fund

## Report of the Secretary-General

*Summary*

The present report, which covers the period from January to December 2014, is submitted pursuant to General Assembly resolution 63/282, in which the Assembly requested the Secretary-General to submit an annual report on the Peacebuilding Fund.

In 2014, the Peacebuilding Fund achieved its target through the allocation of $99.4 million to 16 countries, continuing an increasing trend from previous years. A new business plan for 2014-2016, which introduces innovations in funding mechanisms, was endorsed by the Peacebuilding Fund Advisory Group. Programmes focused on reducing the risk of relapse into violence were restarted in the Central African Republic, and new cross-border programming was piloted in the Sahel region, with expanded use of the Immediate Response Facility. The second Gender Promotion Initiative was launched. Mali was declared eligible for the Fund, and an exploratory mission was undertaken in Madagascar in support of subregional peacebuilding efforts. Overall, the Fund was active in more than 20 countries. Total contributions in the amount of $78.2 million were made by 21 Member States.

Looking ahead, with the Peacebuilding Fund having proved itself as a valuable tool, the review of the peacebuilding architecture in 2015 and the High-level Independent Panel on Peace Operations present an opportunity to examine how the Fund can expand its support to United Nations peace operations.

15-01112 (E) 060215

Please recycle

# I. Introduction

1. The present annual report, which covers the period from 1 January to 31 December 2014, is submitted pursuant to General Assembly resolution 63/282. The present report will be complemented by a financial report to be issued by the Multi-Partner Trust Fund Office no later than 1 May 2015. Additional information is available from www.unpbf.org, and complete information on individual projects is available on the Multi-Partner Trust Fund Office Gateway (http://mptf.undp.org).

# II. Global performance and lessons learned

2. The year 2014 was an important year for reflection and forward planning for the Peacebuilding Fund. The first-ever global, independent review was completed early in the year and led to the development of the Fund's second business plan, covering the period 2014-2016. The Fund continued its drive for results, approving more than $100 million in proposals, with total allocations for 2014 at $99.4 million to 16 countries (see table 1). Mali was declared eligible early in the year, the Philippines received support through the Immediate Response Facility, and discussions were initiated with Madagascar. The Fund received $78.2 million in contributions from donors, its second-strongest year since initial pledges in 2006-2008. The top contributors over the past three years (2012-2014) were the United Kingdom of Great Britain and Northern Ireland, Sweden, the Netherlands, Norway, Germany, Finland, Japan, Denmark, Australia and the Russian Federation.[1]

3. The Fund's business plan 2014-2016[2] was launched in June at the annual Peacebuilding Fund stakeholder meeting, which was organized back-to-back with the first annual session of the Peacebuilding Commission. The plan builds on the conclusion of the global review[3] that the Fund has matured into a unique global financing instrument, enabling the United Nations to support critical elements of peacebuilding processes in many countries. Key recommendations included: increasing the use of the Immediate Response Facility for rapid, high-impact and risk-tolerant response; providing greater support to gender and women's empowerment; paying more attention to the regional dynamics of conflict; expanding the Fund's efforts to support programme design; better defining the Fund's work around peace dividends; seeking ways to maintain national ownership while reducing transaction costs associated with the Peacebuilding and Recovery Facility; and continuing to strengthen monitoring, lesson learning and evaluation. Those findings were incorporated into the new business plan, which was developed in consultation with and with the endorsement of the Advisory Group, Member States, including lead donors, and the United Nations system.

4. Implementation of the new business plan began immediately. The ceiling for active Immediate Response Facility projects was raised to $15 million per country, which allowed the Fund to expand its active portfolio in the Central African Republic to nearly $15 million to support the transitional authorities in redeploying police to the streets of Bangui and resuming salary payments to core government staff. The measures boosted public confidence in the transition and provided critical

[1] See http://mptf.undp.org/factsheet/fund/PB000 for full information concerning donors.

[2] Available from www.unpbf.org/key-documents/?did=324.

[3] Available from www.unpbf.org/document-archives/?did=322.

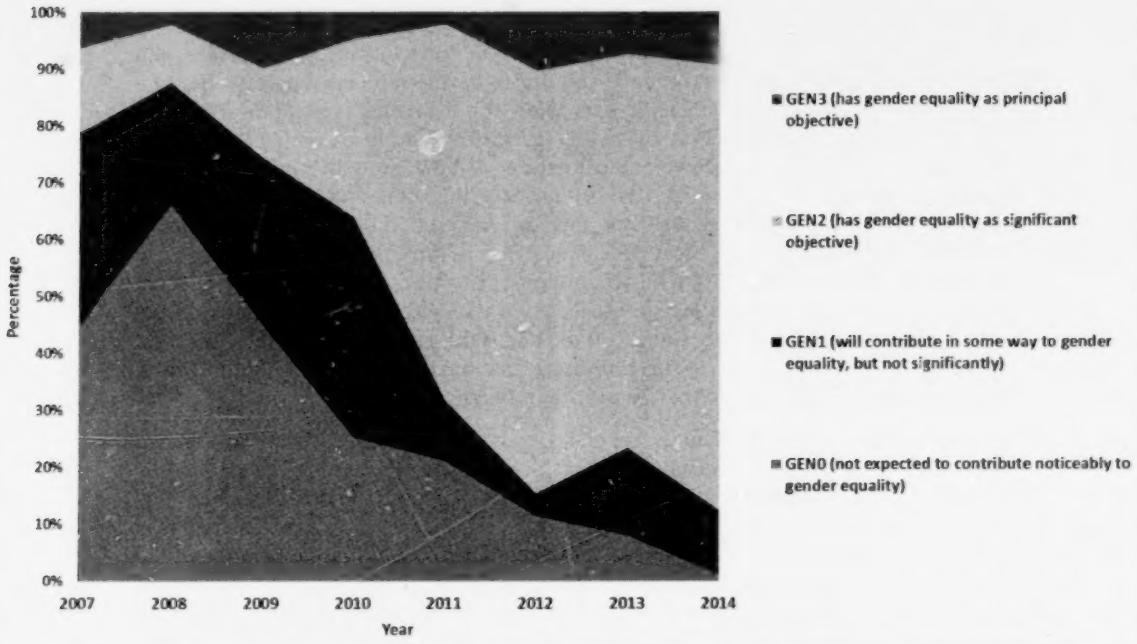
support to the transitional authorities during their first months in office. In such contexts, with transitional Governments and volatile settings that lack full peace agreements, the Immediate Response Facility affords the necessary speed and adaptability.

5. In order to ensure more effective national ownership and strategic guidance to projects, the Fund has worked with United Nations missions to develop new and lighter steering mechanisms in both the Immediate Response Facility and the Peacebuilding and Recovery Facility. In Mali, for example, Immediate Response Facility projects are supervised by a four-person executive committee involving Government, civil society, a development partner and the United Nations. The Fund is also working to rationalize the Joint Steering Committees which guide Peacebuilding and Recovery Facility funding, making them smaller and more business-oriented. The Joint Steering Committee in Guinea-Bissau is developing a three-year plan to support the peacebuilding priorities of the recently elected Government and help the country to escape from the cycle of military coups. In the Democratic Republic of the Congo, the Fund will experiment further with its programmatic approach by utilizing the International Security and Stabilization Support Strategy in lieu of a separate peacebuilding priority plan.

6. The Fund also launched its second Gender Promotion Initiative to deepen support for women's empowerment and gender equality, a key element of the new business plan, building on the results of an independent review of gender and peacebuilding conducted early in 2014. A total of 17 countries participated in a two-step competitive process announced in September. The Initiative resulted in the selection of nine projects in six countries (Guinea, Kyrgyzstan, Mali, Nepal, Papua New Guinea, Somalia), for a total of $7.6 million. The Initiative enables the Fund to launch new activities focusing on women's participation in politics, security sector reform, local governance and land reform, as well as projects for the prevention of and response to gender-based violence. For example, a project in Papua New Guinea aims to transform social norms around gender-based violence through community-wide trauma healing and access to support services.

7. With support from the Initiative, 9.3 per cent of Fund allocations in 2014 went to projects promoting women's empowerment and gender equality as their principal objective. While that figure remains below the Secretary-General's target of 15 per cent, it masks the Fund's significant progress in mainstreaming gender, as 81.0 per cent of funds in 2014 were allocated to projects that significantly promote gender equality (see fig. I).

Figure I
**Gender marker for annual Peacebuilding Fund allocations, 2007-2014**




8. The new business plan outlines other areas of priority action, such as piloting cross-border programmes in several settings, including Kyrgyzstan-Tajikistan, Somalia-Kenya, Mali-Niger, and Côte d'Ivoire-Liberia. Cross-border programmes will help to address regional conflict dynamics, including migration, refugee and security issues, while remaining firmly anchored in the political commitments of national Governments. Experience in 2014 revealed that the involvement of multiple partners across borders complicates — and slows — project design. The Peacebuilding Support Office also continues to increase its efforts to support the United Nations system at the country level in programme design. Technical support missions were undertaken, either directly by the Office or in collaboration with partners, in Burundi, the Democratic Republic of the Congo, Guinea-Bissau, Kyrgyzstan, Mali, the Niger, Papua New Guinea and Somalia. A joint United Nations-World Bank mission to the Central African Republic highlighted ways in which the restoration of State authority could be better supported through coordinated programming in support of the mission's peacebuilding priorities. The Office also led a joint mission with the Department of Political Affairs of the Secretariat and the United Nations Development Programme (UNDP) to Madagascar, confirming interest in developing a new programme there that is likely to focus on national reconciliation, expanded security and governance in the south, and security sector reform. Finally, the Office aims to expand its collaboration with the Joint Programme on Building National Capacities for Conflict Prevention of the

Department of Political Affairs and UNDP, in particular by co-financing peace and development advisers.

9. Many areas of the Fund's work have been affected by the Ebola outbreak in three of the Fund's priority countries. Beyond the devastating human toll, the crisis also set back peacebuilding programmes. At its meeting held in October 2014, the Peacebuilding Fund Advisory Group discussed Ebola. It agreed that the Fund should not be used as a principal source of financing for Ebola response, for which larger efforts had been organized. The Fund has allowed existing financing to be reprogrammed, however, to assist partners in Guinea and Sierra Leone in urgently adjusting their own actions to support Ebola response.

10. The post-Ebola recovery period, in fact, may prove more important for the Fund. The Peacebuilding Commission has called upon the United Nations to examine Ebola's impact on peacebuilding gains early in 2015. The Fund plans to review its programmes in the light of that assessment.

11. In 2015, the Fund looks forward to the further implementation of the business plan. Without prejudicing additional unforeseen opportunities, new grants through the Peacebuilding and Recovery Facility are expected in the Democratic Republic of the Congo, Guinea-Bissau, Madagascar and the Niger, while Immediate Response Facility packages are anticipated in the Central African Republic, Myanmar and Somalia.

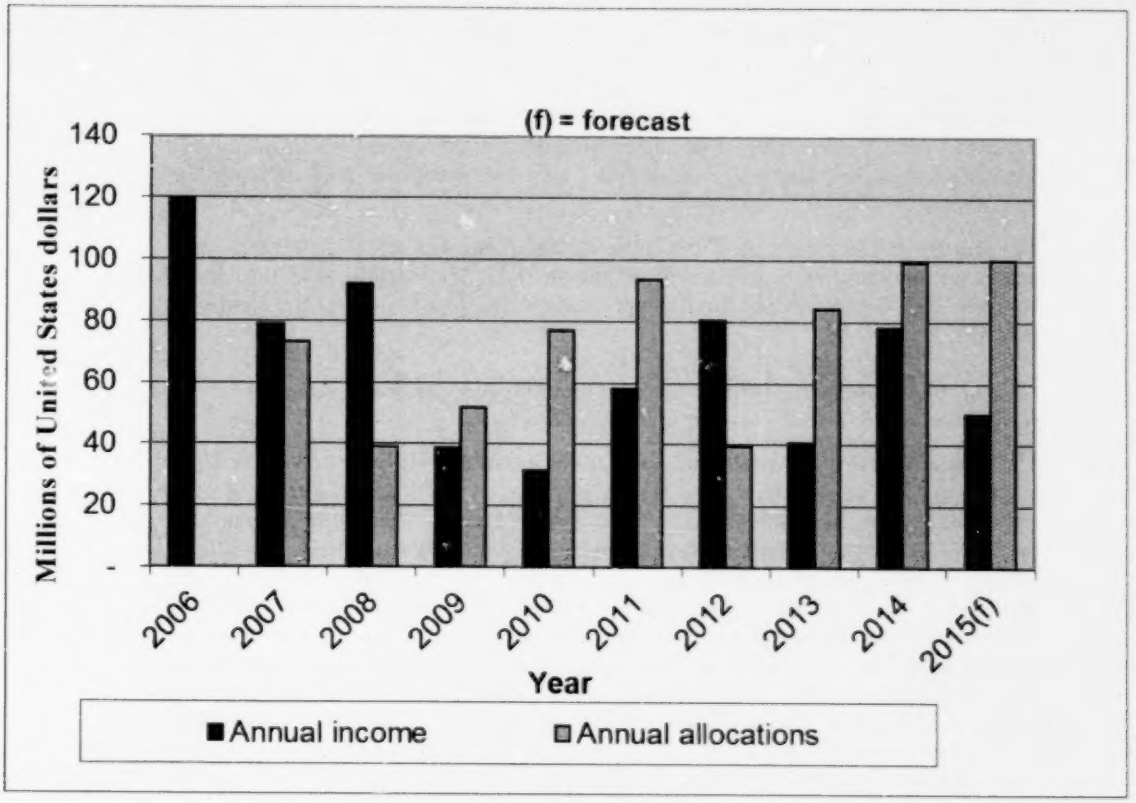
Table 1
**Peacebuilding Fund allocations for countries active in 2014**
(Millions of United States dollars)

| | | | *2014 allocations* | | |
|---|---|---|---|---|---|
| | *Date of approval of priority plan* | *Cumulative to date* | *Immediate Response Facility* | *Peacebuilding and Recovery Facility* | *Total* |
| **Peacebuilding Commission countries** | | | | | |
| Burundi | February 2008, May 2011, February 2014 | 61.74 | 0.89 | 11.65 | 12.54 |
| Central African Republic | June 2008, February 2010 | 47.75 | 13.45 | – | 13.45 |
| Guinea | April 2009, December 2011, 2013 (multiple) | 57.29 | 1.30 | – | 1.30 |
| Guinea-Bissau | June 2008, January 2011 | 28.52 | 2.37 | – | 2.37 |
| Liberia | February 2008, May 2011, October 2013 | 51.87 | – | – | – |
| Sierra Leone | October 2008, December 2010 | 52.16 | 2.04 | – | 2.04 |
| **Subtotal, Peacebuilding Commission countries** | | **299.33** | **20.05** | **11.65** | **31.70** |
| **Countries not on the agenda of the Peacebuilding Commission** | | | | | |
| Bosnia and Herzegovina | | 2.00 | 2.00 | – | 2.00 |
| Chad | | 4.79 | – | – | – |
| Colombia | | 2.00 | 2.00 | – | 2.00 |
| Comoros | December 2008, May 2013 | 11.90 | – | – | – |

| | Date of approval of priority plan | Cumulative to date | 2014 allocations: Immediate Response Facility | 2014 allocations: Peacebuilding and Recovery Facility | 2014 allocations: Total |
|---|---|---|---|---|---|
| Côte d'Ivoire | July 2008, December 2014 | 32.73 | 1.50 | 12.65 | 14.15 |
| Democratic Republic of the Congo | July 2009 | 28.00 | 8.00 | – | 8.00 |
| Guatemala | November 2010 | 11.00 | 1.00 | – | 1.00 |
| Kyrgyzstan | September 2013 | 25.10 | – | – | – |
| Lebanon | | 3.00 | – | – | – |
| Libya | | 2.28 | – | – | – |
| Madagascar | | – | – | – | – |
| Mali | | 10.93 | 10.93 | – | 10.93 |
| Myanmar | | 3.63 | – | – | – |
| Nepal | July 2008, May 2012 | 20.48 | 1.58 | – | 1.58 |
| Niger | | 3.00 | – | – | – |
| Papua New Guinea | October 2014 | 7.65 | 0.19 | 7.30 | 7.49 |
| Philippines | | 3.00 | 3.00 | – | 3.00 |
| Somalia | | 4.00 | – | – | – |
| South Sudan | February 2013 | 16.52 | – | – | – |
| Sudan | | 19.07 | – | – | – |
| Uganda | August 2010 | 15.46 | 0.44 | – | 0.44 |
| Yemen | March 2014 | 20.70 | 2.01 | 13.10 | 15.11 |
| Design, monitoring and evaluation | | 2.29 | 2.00 | – | 2.00 |
| **Subtotal, countries not on the agenda of the Peacebuilding Commission** | | **249.53** | **34.65** | **33.05** | **67.70** |
| **Total** | | **548.89** | **54.69** | **44.70** | **99.25** |

*Source*: Multi-Partner Trust Fund Office, January 2015.
*Note*: Total figures are derived from non-rounded country allocations.

Figure II
**Peacebuilding Fund income and country allocations, 2006-2015**




# III. Country-specific engagements of the Fund

## A. Countries on the agenda of the Peacebuilding Commission

*Burundi: third tranche of support in the lead-up to the elections*

12. Burundi will hold elections in 2015 amid political tensions and mistrust between political parties and actors, a shrinking political space, including violations of the right to freedom of peaceful assembly and expression, and politically motivated intimidation and violence. At the same time, the consensual adoption of an electoral code of conduct for political parties and actors and the promulgation of a new electoral law were positive developments in 2014.

13. The United Nations Office in Burundi (BNUB) ended its mandate on 31 December 2014, transferring responsibilities to the Government, the United Nations country team and development partners. On 1 January 2015, the United Nations Electoral Observer Mission in Burundi was established to follow and report on the 2015 electoral process in the country. In consultation with the Peacebuilding Commission, in February 2014 the Peacebuilding Support Office approved a third

allocation of $11.65 million to sustain United Nations political accompaniment in the pre-electoral period. The third tranche focuses on political dialogue and social cohesion; youth participation in political and socioeconomic life; human rights; and resolution of land disputes. Project design and approval have been slower than expected, however, owing in part to the United Nations mission transition. The third tranche builds on the findings of an independent evaluation of the Fund's support from 2007 to 2013. Finalized in March 2014, the evaluation determined that the Fund had been a powerful tool through which the United Nations had implemented innovative peacebuilding programming at a time when no equivalent funding was available.

14. Lastly, in December, the Fund approved an urgent allocation of $0.9 million to ensure the uninterrupted monitoring of human rights by the Office of the United Nations High Commissioner for Human Rights (OHCHR), following the closing of BNUB.

*Central African Republic: responding to relapse through support to dialogue, reconciliation and institutional strengthening*

15. The political and security situation in the Central African Republic remained precarious in 2014, with continued clashes between elements of the anti-Balaka and ex-Séléka groups in Bangui and elsewhere, as well as attacks targeting civilians and the United Nations. The continued vulnerability of the civilian population highlights the urgency of strengthening institutions, especially in the areas of justice and security, as well as extending State authority. Efforts to promote reconciliation and dialogue in the country included the launch of the urgent action plan for national reconciliation in June and of the Brazzaville cessation of hostilities agreement in July. In Brazzaville, the parties agreed to the organization of the Bangui forum aimed at forging a national-level consensus on such issues as disarmament, demobilization and reintegration, security sector reform, the rule of law, reconciliation, and political and economic governance.

16. In response, the Fund supported three strategic interventions in the country in 2014. In May, as part of efforts to safeguard core government services, $4.5 million was transferred from the Fund to the Bank of the Central African Republic through a country-level fund to pay the salaries of 3,417 police and gendarmerie from May to August, in parallel to the World Bank payment of salaries of the remainder of the civil service for the same period. The Fund has piloted a new modality with the project, using government systems directly by passing funds through the treasury. The approach was negotiated carefully with the World Bank, UNDP and other partners, utilizing shared monitoring systems and following a verification exercise undertaken jointly by UNDP and the World Bank, which produced a payroll of approximately 20,000 vetted civil servants.

17. In June, the Peacebuilding Support Office approved $2.5 million to support the voluntary relocation of ex-Séléka combatants from camps in Bangui to their communities of origin or choice and to provide support to receiving communities. The high-risk project was a result of a direct request by my Special Representative, conscious of the need to address the threat posed by the presence of regrouped and armed ex-Séléka in Bangui. In 2014, more than 876 ex-combatants and family members were voluntarily relocated.

18. In December, the Fund allocated $2.7 million for reconciliation and political dialogue efforts in the country. The project, co-financed by UNDP, will support the organization of the Bangui forum early in 2015, strengthen the capacity of the Ministry of Reconciliation and support the coordination and capacity-building of mediators.

19. In 2015, the Fund aims to provide additional support through the Immediate Response Facility, focused especially on the restoration of State authority in collaboration with the Civil Affairs Division of the peacekeeping mission and the World Bank.

*Guinea: reorienting support to ensure a conflict-sensitive response to Ebola*

20. The peacebuilding gains in Guinea were threatened by the Ebola outbreak in West Africa in 2014. The crisis prompted renewed tensions along ethnic, social and political lines in the capital and in the conflict-prone areas, including Guinée forestière. Observers feared that, if left unaddressed, tensions might undermine stability, especially during the upcoming election cycle.

21. In response, the Peacebuilding Fund authorized the reprogramming of some projects to promote conflict sensitivity in the Ebola response. Funds allowed the United Nations Children's Fund (UNICEF) to establish community early warning, awareness-raising and conflict prevention systems in Ebola-affected areas.

22. Despite the difficult context, early in 2014 the Fund-supported security sector reform process led to the approval of a new national policy on security and associated sectoral policies, including community policing and the integration of gender in the defence and security sectors. The Fund's programming also contributed to reduced elections-related violence through the creation of 4,000 new jobs and civic education programmes targeting youth and women. A joint programme with the World Bank on public work, targeting 34,000 young men and women, was also launched in 2014. With regard to national reconciliation, activities in support of the Commission of Reflection have continued through the opening of seven regional outlets across the country.

*Guinea-Bissau: supporting the restoration of constitutional order*

23. Guinea-Bissau has been working to restore constitutional order since a military coup in 2012. Free and fair presidential and legislative elections were held in April and May 2014, respectively, resulting in a legitimate and inclusive Government. The new leadership has quickly taken positive steps, including the peaceful removal of the Chief of Staff of the armed forces and the drafting of emergency, contingency and development plans, which were unanimously adopted by the National Assembly for the first time in the country's history.

24. Since September 2013, the Peacebuilding Fund has allocated $4.8 million to support a conducive environment for elections and to fill crucial gaps. Specifically, projects support the Electoral Commission, peace dividends through employment for youth and women, joint support, with the Department of Political Affairs, for the High-level Commission for Planning, electoral security, support for the media during and after the elections, support for women's participation in the elections and support to the Transnational Crime Unit in Bissau as part of the West Africa Coast Initiative through the United Nations Office on Drugs and Crime.

25. Looking ahead, the Fund will assist the Office of the Prime Minister in reviewing commitments made by the former transitional Government, including agreements on the extraction of natural resources. In close collaboration with UNDP, the United Nations Integrated Peacebuilding Office in Guinea-Bissau and international financial institutions, the Fund will assist with planning for the launch of key reforms prior to a donor round table scheduled for March 2015. The Fund aims to also have the core elements of a new priority plan, which will be based on an updated conflict analysis, developed in time for the round table.

*Liberia: emerging challenges in the face of the Ebola outbreak*

26. Implementation of the national reconciliation road map of Liberia received a kick-start with the approval of the Liberia peacebuilding priority plan for 2013-2016 in the first half of 2014. The Ebola outbreak in the second half of the year, however, understandably slowed action. Nevertheless, a number of initiatives around peace consolidation still marked progress. Services in regional justice and security hubs in Gbarnga, Harper and Zwedru were rolled out, even amid the crisis. The recruitment, training and deployment of additional public defenders, county attorneys and human rights officers to Harper and Zwedru, for example, have contributed to a reduced number of pretrial detainees, assisting governmental efforts to reduce prison overcrowding during the Ebola outbreak. By December 2014, 31 per cent of the total prison population in the Harper corrections facility were pretrial detainees, compared with significantly higher numbers in other parts of the country. In addition, through Fund support, the Constitutional Review Committee completed 73 local consultations on the Constitution, reaching 10,950 Liberians, of whom 35 per cent were women. Fund support, moreover, extended alternative land dispute resolution mechanisms through assistance to the Land Commission and five land coordination centres with assistance from the United Nations Human Settlements Programme (UN-Habitat). According to monitoring reports, 95 per cent of government officials and 70 per cent of the general population in the 10 districts covered by the centres are aware of their land rights and prefer to use the centres for resolving disputes.

27. In 2015, the Fund will review, in collaboration with the Peacebuilding Commission and the other Ebola-affected countries, how it can support institutional recovery.

*Sierra Leone: post-special political mission peacebuilding consolidation support*

28. With the end of the mandate of the United Nations Integrated Peacebuilding Office in Sierra Leone in mid-2014, the Peacebuilding Support Office approved two projects meant to aid the transition. The first (UNDP, $1.5 million) supports national stakeholders in establishing an early warning and response system and fostering a culture of dialogue, particularly among at-risk youth. Through a second allocation of $0.5 million, OHCHR will consolidate key human rights activities in partnership with the Human Rights Commission of Sierra Leone. The project will strengthen the Commission's monitoring capacity to address lack of compliance of business practices with international human rights standards and to protect and promote awareness of the rights of women, girls and persons with disabilities.

29. During the second half of the year, however, the Government and its partners shifted attention to addressing the Ebola crisis. The Fund responded flexibly to

requests to reprogramme some of its funding, particularly in the security sector, to allow for rapid training on quarantine protocols and other issues related to the Ebola response. Moving forward, the Fund will revisit plans for an additional grant through the Peacebuilding and Recovery Facility, especially in the light of potential post-Ebola institutional needs.

## B. Other recipient countries

*Bosnia and Herzegovina: reinvigorating dialogue*

30. The Peacebuilding Fund formally approved its first-ever project in Bosnia and Herzegovina in the second quarter of 2014. Designed as a high-level platform for political dialogue supported by grass-roots mobilization through a small grants facility, the project is meant to revive cross-ethnic tolerance and cooperation. While unprecedented levels of flooding around midyear delayed programming, the disaster yielded unexpected peacebuilding opportunities, such as the Fund-supported cross-communal initiative "Stories after the rain". Caution over the general elections, held in October 2014, further delayed implementation in order not to further politicize discourse around tolerance. The first dialogue platform conference will now be held in January 2015, coinciding with the first awards from the small grants facility.

*Colombia: promoting peaceful coexistence and reconciliation*

31. In January 2014, the Peacebuilding Fund approved the project "Communication for peace" to support the "Respira paz" ("breathe peace") campaign. Timed amid peace negotiations aimed at ending the country's 50-year armed conflict, the campaign has contributed to an increased positive perception of peace and reconciliation. Of 5,800 men and women surveyed from 80 municipalities, 59 per cent expressed positive attitudes towards building a sustainable culture of peace and reconciliation, a 17 per cent increase over the percentage of positive attitudes prior to project implementation. The project's positive messages have been complemented by an add-on campaign spearheaded by the country's business community.

*Comoros: building infrastructure for conflict management and peacebuilding*

32. The fragile peace in the Comoros continues to be challenged by economic stress and political uncertainty. Upcoming elections in 2015 and 2016 are expected to add further strain. To date, United Nations peacebuilding efforts have sought to build human and institutional capacities to manage tensions. Security sector reforms received a boost from UNDP and the Department of Peacekeeping Operations of the Secretariat, which resulted in the drafting of the security and defence strategic document for the Comoros and the reintegration of 150 demobilized soldiers. Capitalizing on this work, the rehabilitation of the military barracks in Ongoni (Anjouan), the construction of police stations in sensitive sites in Chindini (Grande Comore) and Howani (Moheli) and training on human rights and the rule of law for the security forces are now on track despite initial delays. In addition, the United Nations Population Fund (UNFPA) provided training for 350 young leaders and 300 women leaders in mediation and conflict management and the establishment of offices of women mediators of peace in Anjouan and Moheli. UNDP launched a

countrywide consultative process on the drafting of the strategic plan and the action plan for conflict prevention.

*Democratic Republic of the Congo: catalysing the revised International Security and Stabilization Support Strategy in the east*

33. Although the Democratic Republic of the Congo saw some progress following the defeat of the 23 March Movement in late 2013, with some eastern areas of the country freed from armed groups, the political and security situation remained tense throughout 2014. The period leading up to the presidential elections, scheduled for 2016, is likely to be characterized by additional political and security challenges.

34. On the basis of an updated conflict analysis, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo and its partners revised the International Security and Stabilization Support Strategy to better support the Government's programme for the reconstruction of areas of armed conflict in the east. The revised Strategy emphasizes political dialogue and provides for a multisectoral, area-based approach in priority areas in the eastern part of the country, addressing key weaknesses of previous approaches.

35. In October 2014, the Peacebuilding Support Office approved two projects in South Kivu and Province Orientale, for a total of $8 million, to kick-start the implementation of the revised Strategy. This support aims to bring early results to those two provinces while the Government and its partners finalize provincial plans and secure funding for longer-term stabilization.

36. Meanwhile, the construction of three prisons in North and South Kivu, meant to help restore State authority, was finalized with underspent funds from an earlier Peacebuilding Fund allocation from 2009. Underspent funds were also used to support ongoing needs assessment work in the east, which will inform the development of provincial stabilization strategies.

*Côte d'Ivoire: capitalizing on initial gains to prepare for elections*

37. Despite overall economic recovery and the restoration of State authority, the political situation in Côte d'Ivoire remains tense with the approach of the elections of October 2015. Continued efforts are needed to consolidate current gains and support a conducive environment for peaceful elections.

38. An external evaluation, conducted as the first phase of a three-year priority plan ended in July 2014, pointed to overall positive peacebuilding results and included recommendations for the second phase. The evaluation highlighted that the Fund filled critical gaps and catalysed additional funds from key donors. State authority was restored in the west and in Abidjan, which allowed for improved security of the population and the provision of identity documentation to 401,958 adults and children. The first phase strongly contributed to durable solutions for the repatriated population and access to basic services and provided improved mediation of land conflicts, which translated into increased trust between the population and State services. Regarding reconciliation, the Fund's support was crucial to bringing the work of the Dialogue, Truth and Reconciliation Commission closer to the population, while income-generation activities reduced the spread of conflict. Moreover, the priority plan contributed to enhanced United Nations coherence.

39. To consolidate gains in the run-up to the elections and beyond, the Peacebuilding Fund approved $12 million for the second phase of work, focusing on two main priority areas: strengthening confidence, peaceful coexistence and security during the electoral period, including fostering women's participation in the electoral process; and strengthening the prevention and peaceful resolution of conflicts through capacity-building of State institutions.

*Guatemala: fighting impunity and supporting transitional justice*

40. In 2014, the Attorney General and the judicial authorities on the Supreme Court and the appellate courts in Guatemala were selected; civil society organizations and the International Commission against Impunity in Guatemala pointed to irregularities in the process. In that context, the Peacebuilding Fund continued supporting the rule of law. To address citizens' confidence in institutions, the Fund has been supporting the creation of a technological information platform and a Criminal Statistics and Strategic Analysis Unit within the Ministry of the Interior. The platform enables instantaneous police background checks on individuals and vehicles by means of laptops and cellular phones in order to obtain information more swiftly for investigations. The Unit complements this work with official indicators on security, crime, violence and coexistence to inform public security policies. It has a civil society component, a novel characteristic for the region, to increase citizen participation in prevention and policymaking. Fund-supported activities also helped the Ministry of the Interior to include prevention of violence against women and young people among the substantive components of the national violence prevention policy. Indictment rates for crimes against life and women in urban areas have increased from 5 per cent and 8 per cent, respectively, in 2010 to 30 per cent and 14 per cent, respectively, in 2014.

*Kyrgyzstan: consolidating peace and supporting improved inter-ethnic relations*

41. Parliamentary elections, scheduled for the last quarter of 2015, currently dominate the political landscape of Kyrgyzstan. The conduct of free and fair elections will be an important milestone in the country's transition to a parliamentary democracy, following revolution and inter-ethnic violence in 2010. The President of Kyrgyzstan, Almazbek Atambaev, in his address commemorating Kyrgyz Independence Day in August 2014, stressed the importance of good ethnic relations during the campaign.

42. Projects supported by the Fund's $15 million grant in 2013 aim to support improved inter-ethnic relations. A project of the Office of the United Nations High Commissioner for Refugees (UNHCR) responds to grievances and specific incidents of conflict by facilitating discussion between the authorities and aggrieved parties. UNFPA is supporting religious leaders in the use of a community action toolkit to respond to local conflicts. Though started only in 2014, it is already increasing dialogue and building trust within communities. Other projects focus on promoting the rule of law, human rights, the role of local self-governments in peacebuilding, civic identity, respect for diversity and multilingual education.

43. Tensions and violence along the border between Kyrgyzstan and Tajikistan have led to growing concerns. In line with the new business plan's interest in addressing regional conflict dynamics, the United Nations country teams in both

countries held a joint workshop in December and will submit a cross-border pilot initiative for funding early in 2015.

*Mali: provision of peace dividends in the north*

44. Implementation of the Ouagadougou Preliminary Agreement, including cantonment activities supported through the Peacebuilding Fund and the restoration of State authority, suffered setbacks following a flare-up of violence in Kidal in May 2014. It is hoped that a new round of peace talks launched in July 2014 will lead to a comprehensive peace agreement in 2015.

45. Following the declaration of eligibility by the Secretary-General in April, the Fund approved a $7 million package of Immediate Response Facility projects for the north. Pending the acceptance of a comprehensive peace agreement, the Fund's focus has shifted to the delivery of peace dividends to prevent further deterioration of the situation and encourage an enabling environment for the implementation of an eventual peace accord. On 1 December, three new Immediate Response Facility projects were approved for the Gao and Timbuktu regions (UNDP, UNHCR, UNICEF, United Nations Industrial Development Organization, International Organization for Migration). The projects aim to provide peace dividends to conflict-affected communities, including durable solutions for returnees, while strengthening intercommunal and intracommunal dialogue and fostering confidence-building between the communities and local authorities. A $1 million project on conflict-related, gender-based violence was also approved as part of the Gender Promotion Initiative.

*Myanmar: addressing communal conflict*

46. Efforts towards a nationwide ceasefire and political dialogue between the Government and the ethnic armed groups gained momentum in 2014, although challenges remain. The formation of a forum bringing together ethnic armed groups to negotiate with the Government represents an important development. However, recent tensions and armed conflict demonstrate the persistence of significant disagreements.

47. In support of national efforts to address communal tensions in Rakhine and elsewhere, the Fund approved a new project in 2014, proposed by both my Special Adviser and the United Nations Resident Coordinator, to support the newly established Centre for Diversity and National Harmony. The Centre will increase social research and strengthen early warning mechanisms. The ongoing inter-agency peace dividends project in the south-east undertook a joint awareness-raising mission, accompanied by the Myanmar Peace Center, and gained commitment from State-level and local authorities to facilitating project implementation in difficult-to-reach areas. Looking ahead, the Fund will explore conflict-sensitive development in Rakhine State to promote social cohesion between communities and to finance the second phase of the work of UNICEF, the International Labour Organization (ILO) and UNHCR concerning child soldiers.

*Nepal: continued support to sustain political transition*

48. Transition in Nepal proceeded slowly throughout 2014. In November 2013, the second Constituent Assembly had been elected; it resumed the constitution-drafting process during the reporting period but missed its deadline of January 2015.

Meanwhile, local tensions over resources, identity and transitional justice persisted or emerged outside Kathmandu, all issues at the heart of the Fund's investments. Specifically, Fund engagement in 2014 focused on politically contentious issues, such as transitional justice, recognition and recovery of conflict-affected populations, and land reform. A $1.2 million project with the International Organization for Migration, UN-Habitat and UNDP initiated political party dialogue and consensus building around key land reform issues that are also relevant to the constitution-drafting process. UNDP and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) joined efforts through a $2.4 million allocation that contributed to rape and sexual violence being recognized as a "serious violation of human rights" in the Commission on Investigation of Disappeared Persons, Truth and Reconciliation Act 2014, although other concerns with the Act remain.

*Niger: programming a priority plan for peacebuilding*

49. In 2014, the Niger suffered the spillover effects of the deteriorating situation in the north of Mali, as well as from the rise of terrorism in Nigeria. Those events have strained the country's already limited resources.

50. The Peacebuilding Fund is currently supporting activities in the border region with Mali in close collaboration with the Haute Autorité à la Consolidation de la Paix through the project "Youth, peace and development". More than 1,500 young people have benefited from income-generation opportunities, including 305 women. Together with 726 traditional and religious leaders, project stakeholders received training in the peaceful resolution of conflicts.

51. Following the declaration of eligibility by the Secretary-General in December 2013, the Peacebuilding Fund has provided support to the development of a priority plan for peacebuilding, including a conflict analysis and the establishment of a National Steering Committee, to be finalized in 2015.

*Papua New Guinea: supporting the implementation of the Bougainville Peace Agreement*

52. The year 2014 saw several important developments in the Autonomous Region of Bougainville in Papua New Guinea, as the Region prepares for a referendum on its political status within the next five years. In January, the Prime Minister of Papua New Guinea visited Bougainville to formally apologize for the civil war and perform a reconciliation ceremony, with a follow-up visit later in the year. General elections scheduled for the Autonomous Region in May 2015 will further provide an indication of its political dynamics.

53. A peace and development analysis of Bougainville, co-funded by Interpeace and the Peacebuilding Fund, was completed early in 2014. It outlines a number of priorities that have informed the Fund's programmatic investment, including the creation of an enabling environment for elections.

54. Following the analysis, the Peacebuilding Support Office approved a peacebuilding priority plan of $7.3 million in October. The plan focuses on strengthening the relationship between national and regional governments; empowering Bougainville's population to make informed choices on the referendum and to have increased confidence in the peace process; and strengthening social

cohesion and security in Bougainville through trauma healing and reconciliation. Project development in support of those outcomes, as well as a United Nations-led scoping mission in support of the Bougainville referendum, are planned for 2015.

*Philippines: supporting the implementation of the Comprehensive Agreement on the Bangsamoro*

55. The Peacebuilding Fund approved a $3 million project to be implemented by the Food and Agriculture Organization of the United Nations (FAO), ILO, UNDP, UNHCR, UNICEF and UN-Women. The impetus for the Fund's support was the signing of the Comprehensive Agreement on the Bangsamoro in March 2014. The draft basic law on the proposed Bangsamoro autonomous entity is expected to be approved by the parliament early in 2015 and by a referendum to be held in Bangsamoro later in the year.

56. Much needs to be done to ensure that the peace agreement holds and that the basic law is approved while avoiding spoiler activity within the broader Mindanao region. The Fund-supported project seeks to ensure broader and stronger acceptance of the peace agreement through a two-pronged approach: (a) participatory political engagement at the national and regional levels; and (b) provision of peace dividends to at-risk areas to increase community support for peace and reduce the risk of spoiler activity.

*Somalia: Fund support for stabilization in newly recovered areas*

57. In support of the Government's stabilization programme for newly recovered areas in South-Central Somalia, the Peacebuilding Fund approved $3.4 million in September to support UNDP and the Government directly. As in the Central African Republic, the Fund will use a country-level fund administered by the Multi-Partner Trust Fund Office to pass funds directly to the treasury. Such an implementation modality provides an opportunity to support the New Deal Compact for Somalia using governance systems for accountability and the delivery of resources agreed by the Government and development partners, including the World Bank.

58. The project is part of the federal Government's larger Somalia stabilization programme. The Fund will support reconciliation and capacity-building efforts among local stakeholders to establish interim local governance administrations and consolidate peace in 25 newly recovered districts.

*South Sudan: relapse into violence*

59. South Sudan relapsed into conflict and political crisis at the end of 2013, precipitating the mobilization of armed groups and militia along tribal divides. In response, the United Nations has shifted its focus from development assistance to the protection of civilians, human rights monitoring and investigations and humanitarian action. Support from the Peacebuilding Fund was focused largely on Jonglei State, where insecurity has made access difficult. In this environment and in the absence of a comprehensive peace agreement that could provide the basis for renewed peacebuilding, the Peacebuilding Fund's portfolio has been largely suspended. The Fund will consider closing its projects early in 2015, unless a new political settlement is found.

*Yemen: supporting inclusive dialogue and constitutional drafting during transition*

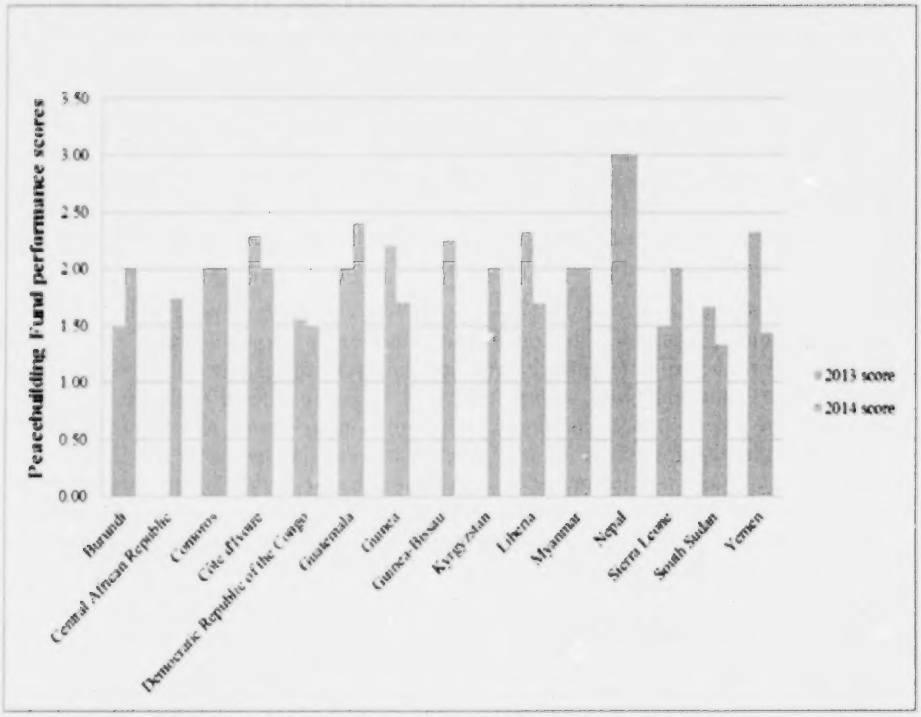
60. The year 2014 was dominated by a military confrontation between the Houthi movement and the Government of Yemen, which subsided with the United Nations-brokered Peace and National Partnership Agreement in September. Despite the tensions, Yemen saw positive developments in 2014, including the conclusion of the National Dialogue Conference in January 2014 and the launch of a constitution-drafting process. In response, the Fund approved a project to establish the Constitutional Drafting Committee secretariat and support for Committee meetings. The secretariat has worked closely with the Office of the Special Adviser to the Secretary-General on Yemen and the United Nations Office for Project Services to implement a communication campaign concerning the outcomes of the National Dialogue Conference.

61. The Peacebuilding Support Office approved a peacebuilding priority plan for $13.1 million in March to support social cohesion in targeted areas; strengthen institutional frameworks to address long-standing grievances and ensure respect for human rights; and empower women and men to participate in the transition. For example, FAO will support small enterprises of youth, women and vulnerable and at-risk population groups. A final project, approved at year's end, will aid the implementation and monitoring of the agreement between the Government and the Houthi movement. The Peacebuilding Support Office will monitor the country situation closely in 2015 to ensure that the environment continues to allow for the implementation of Fund-supported projects.

## IV. Project performance in 2014

62. Performance assessment in 2014 was based on a review of 84 projects (all active projects with at least six months of implementation), an increase of nearly 20 per cent in the number of projects in the Fund's portfolio over 2013. In keeping with past years, scores were obtained through a consultative process, utilizing periodic reports of Fund users, Joint Steering Committee reports, evaluations and mission reports, as well as in-depth knowledge of Fund staff and United Nations partners. Projects deemed off track to deliver expected outputs received a score of 1, while those that were on track to deliver outputs were rated a 2, and those that were on track and generated additional evidence of contributing to peacebuilding outcomes — a much higher bar — received a 3.

Figure III
**Peacebuilding Fund project performance, by country and year**




*Source*: Scores based on Peacebuilding Support Office project assessments, periodic reports and independent country evaluations, December 2014.

*Note*: Countries without active projects in 2013: Central African Republic, Guinea-Bissau and Kyrgyzstan.

63. As in 2013, 79 per cent of projects in the Fund's portfolio are on track to deliver expected outputs. Considering the catastrophic impact of the Ebola crisis on three of the Fund's main investment countries, namely Guinea, Liberia and Sierra Leone, this is a remarkable achievement. The Fund's "on track" success has been driven in part by increased monitoring and support efforts by Peacebuilding Support Office staff to projects that were previously "off track" and closer accompaniment during project design and start-up.

64. By contrast, evidence of peacebuilding outcomes was scarcer than in past years. Reasons for these results vary. First, since peacebuilding outcomes typically do not become evident until later in a project's cycle, a large number of younger projects in the portfolio — while on track with respect to outputs — have not yet evidenced peacebuilding outcomes. For example, in outcome area 2.3 (conflict prevention/management), three out of four projects were in their first year; three out of four were also either in countries hit by Ebola or suffering from a relapse into violence. The Fund also witnessed the negative impact of crises on project outcomes, whether the Ebola emergency in Liberia or a relapse into violence in such places as South Sudan or Yemen. As a result, projects that were on track in 2013 and were expected to yield evidence of outcomes slipped in 2014.

65. In addition to the above-mentioned reasons for weaker performance in 2014, a year-on-year comparison across the Fund's thematic areas illustrates that projects meant to deliver peace dividends struggle to demonstrate peacebuilding outcomes. In those areas, projects typically contribute to peacebuilding indirectly, through activities associated with traditional development, such as support for livelihoods, education and infrastructure improvements. Frequently, peacebuilding outcomes remain obscure even when projects are on track to deliver outputs. To address these challenges, and as expressed in the business plan, the Fund will undertake a thematic review of employment and peacebuilding in 2015 to provide better guidance on how so-called peace dividends can realize their potential in offering hope for a better future to populations affected by crises.

66. As outlined in its terms of reference, the Fund's support is meant to leverage other financial support or unblock critical political processes. In 2014, 64 per cent of the Fund's projects were catalytic in at least one of these two senses, with nearly 17 per cent of projects demonstrating both. In Yemen, for example, a joint project between the Department of Political Affairs, UNDP, UNFPA, UN-Women and UNICEF helped to launch an inclusive National Dialogue Conference. The investment provided scarce start-up funds during the Conference's inception phase, when such commitments as the requirement that 30 per cent of participants be women were established. In addition to acting as a catalyst for the subsequent constitution-drafting process, the Fund's investment in the Conference helped to leverage an additional $16 million from other donors.

67. Following commitments in its new business plan, the Fund established a risk marker and ranked projects in its portfolio in 2014 on a scale of low to high risk. For the Fund, risk not only signifies country contexts marked by insecurity or absence of an agreement but also extends to the focus and/or approach of a given project within that context. In 2014, nearly 72 per cent of projects in the Fund's portfolio were of medium or high risk, with nearly 20 per cent in the higher category. Among projects in the highest risk category are innovative initiatives in the Central African Republic, Mali and Somalia, mentioned above. Notably, 94 per cent of high-risk projects were those within the Fund's priority areas 1 and 2, the two areas demonstrating greatest evidence of peacebuilding outcomes, further underscoring the need for guidance on implementing peace dividends.

Table 2
**Trend analysis of the Peacebuilding Fund's global performance, 2011-2014**

| *Peacebuilding Fund priority areas* | *Total number of projects* | *Priority area assessment* | |
|---|---|---|---|
| | | *On track to deliver agreed project outputs (percentage)* | *On track with supplemental evidence of significant contribution to peacebuilding outcomes (percentage)* |
| **Outcomes for priority area 1** | | | |
| 1.1 Security sector reform | 7 | 85.7 | 16.7 |
| 1.2 Rule of law | 11 | 81.8 | 11.1 |
| 1.3 Disarmament, demobilization and reintegration | 1 | 100.0 | 100.0 |
| 1.4 Political dialogue | 6 | 83.3 | 20.0 |
| **Total 2014** | **25** | **84.1** | **18.7** |
| **Total 2013** | **21** | **85.7** | **38.1** |
| **Total 2012** | **28** | **96.4** | **50.0** |
| **Baseline 2011** | **48** | **70.8** | **31.3** |
| **Outcomes for priority area 2** | | | |
| 2.1 Reconciliation | 26 | 73.1 | 31.2 |
| 2.2 Democratic governance | 9 | 88.9 | 50.0 |
| 2.3 Conflict prevention/management | 4 | 75.0 | – |
| **Total 2014** | **39** | **77.5** | **38.7** |
| **Total 2013** | **28** | **82.1** | **32.1** |
| **Total 2012** | **25** | **92.0** | **60.0** |
| **Baseline 2011** | **45** | **84.4** | **44.4** |
| **Outcomes for priority area 3** | | | |
| 3.1 Employment | 6 | 66.7 | – |
| 3.2 Equitable access to social services | 5 | 60.0 | – |
| **Total 2014** | **11** | **64.7** | **–** |
| **Total 2013** | **10** | **70.0** | **40.0** |
| **Total 2012** | **12** | **91.7** | **16.7** |
| **Baseline 2011** | **26** | **84.6** | **26.9** |
| **Outcomes for priority area 4** | | | |
| 4.1 State capacities | 7 | 85.7 | 33.3 |

| Peacebuilding Fund priority areas | Total number of projects | Priority area assessment: On track to deliver agreed project outputs (percentage) | Priority area assessment: On track with supplemental evidence of significant contribution to peacebuilding outcomes (percentage) |
|---|---|---|---|
| 4.2 Extension of State authority | 2 | 100.0 | – |
| **Total 2014** | **9** | **89.9** | **18.1** |
| **Total 2013** | **9** | **66.6** | **33.3** |
| **Total 2012** | **11** | **54.5** | **–** |
| **Baseline 2011** | **11** | **90.9** | **18.2** |

*Source*: Scores based on Peacebuilding Support Office project assessments, periodic reports and independent country evaluations, December 2014.

# V. Peacebuilding Fund oversight and management

## A. Advisory Group

68. The third Peacebuilding Fund Advisory Group had its two-year term extended by one year in order to react to the findings of the Fund's review in 2013 and advise on the development of the new business plan. The Chair of the Advisory Group addressed the annual Peacebuilding Fund stakeholder meeting held in June, supporting the launch of the new business plan.

69. During its last meeting, held in October, I met with the Advisory Group and received the Group's final report summarizing its three-year term. In presenting the report, the Chair highlighted that the Peacebuilding Fund had proven to be a unique instrument with a strong track record of providing flexible and timely support to address key peacebuilding issues in settings where other funding was not readily available. The Advisory Group had witnessed a number of improvements by the Fund during its tenure, including the Fund's monitoring and evaluation, partnerships with other organizations and gender responsiveness. In going forward, the Group noted that the Fund would need to continue to push for greater country-level United Nations ownership, as getting the best out of the Fund's investments required capacity and conflict-sensitive United Nations leadership. The Fund must continue to seek innovative ways to strengthen the gender responsiveness of its interventions, as well as broaden the participation of national partners. In its report, the Group called upon donors to increase their contributions so that the Fund could achieve its $100 million target.[4]

## B. Budget and personnel

70. The Peacebuilding Support Office budget for managing the Peacebuilding Fund is derived from 3 per cent of donor contributions. The 2014 cost plan was

[4] The report is available from www.unpbf.org/wp-content/uploads/AG_report_to_the_SGfinal-07-10-14.pdf.

$2,525,384, most of which was allocated for direct staff costs (64 per cent) covering 12 permanent and temporary posts, rent (10 per cent) and travel of staff and the Advisory Group (10 per cent). However, contributions in 2013 amounted to $40.8 million, leading to a 3 per cent management fee of only $1.2 million. The Peacebuilding Support Office was able to make up part of the difference through savings from previous years. It also benefited from staff secondments from UNDP (half a year), UNHCR and a Programme Associate financed by Australia; only 10 of the 12 posts were therefore financed from the Fund's overhead. Almost all travel was undertaken voluntarily in economy class. Final expenses for 2014 are expected to be approximately $2.0 million.

71. Looking ahead, the Fund's projected cost plan will fall to $2,468,084, a reduction directly tied to expected income levels. The Fund aims to ensure quality control despite funding limitations through its country technical assistance support project (see preceding paragraph) and by leveraging partnerships, for example with the African Centre for the Constructive Resolution of Disputes, Interpeace and PeaceNexus, seeking secondments from United Nations organizations and seeking financial support for Programme Associates.

## C. Peacebuilding Fund global workshop

72. The Peacebuilding Support Office and the African Centre for the Constructive Resolution of Disputes co-hosted their second global workshop in August 2014, generously funded again by the Government of Finland. The workshop held in 2014 brought 26 colleagues, including participants from United Nations agencies, fund secretariats, Governments and civil society, from 12 countries to Durban, South Africa, for four days of discussion and training on the design of peacebuilding programmes.

## D. Enhanced monitoring and evaluation

73. The launch of the Fund's new business plan signalled a revision of its performance management plan, designed to measure the Fund's administrative efficiency and effectiveness and global results. The Monitoring and Evaluation Unit aims to finalize the performance management plan by June 2015 through a consultative process to ensure system-wide cooperation and utility. Each Fund-approved project will include global indicators to better assess portfolio-wide results.

74. The new business plan will also see the restructuring of the Fund's approach to the design, monitoring and evaluation of peacebuilding programming. Beginning in 2015, the Fund's evaluation strategy will promote more frequent opportunities for analysis and adjustment to better adapt to dynamic peacebuilding contexts. The Monitoring and Evaluation Unit will encourage partner capacity for peacebuilding evaluation, which will be facilitated through its membership in the United Nations Evaluation Group in 2014. The Unit will grow by three new posts in 2015 to better sustain its support to country partners.

75. Extending the support begun in 2013, the Monitoring and Evaluation Unit continued offering guidance during programme development through support missions to Burundi, the Democratic Republic of the Congo, Kyrgyzstan, Mali and

Papua New Guinea. Augmenting that support, the Unit managed evaluations in Côte d'Ivoire, Liberia and Sierra Leone. The Unit also launched a community of practice targeting Fund users in April 2014 as a means of sparking peer-to-peer support and lesson learning.

## VI. Conclusion

76. The Peacebuilding Fund achieved its programming target for the year, allocating $100 million to new peacebuilding projects in 2014. The Fund is currently supporting programmes to help countries exit from crisis and to reduce the risk of relapse in more than 20 countries. The first-ever global review of the Peacebuilding Fund, which was completed early in 2014, highlights the criticality of the Fund to United Nations efforts in peace consolidation and identified several areas of potential improvements. The Fund's business plan 2014-2016 reflects the proposed improvements and innovations, such as piloting direct support to Governments and addressing cross-border dynamics. The business plan also ensures enhanced attention to gender-sensitive programming through the launch of the second Gender Promotion Initiative. Owing to its success in generating rapid and innovative programming, the Fund will start the new year with less than the $100 million needed for planned programming for the first time ever. Fundraising will be a priority in 2015.

77. At the same time, more countries are requesting support. Within the current portfolio of countries, there is demand for expanded programming. Governments and their partners are looking for multi-year financing to rapidly scale up programmes in order to create the institutional foundation for peaceful, sustainable development. The catalytic financing of the Fund has helped, but a large funding gap remains. With the Fund having proved itself as a valuable tool, the review of the peacebuilding architecture in 2015 and the High-level Independent Panel on Peace Operations present an opportunity to look at how it can be expanded.